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SOVIET MANPOWER

1960 - 70



May 1960

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FOREWORD

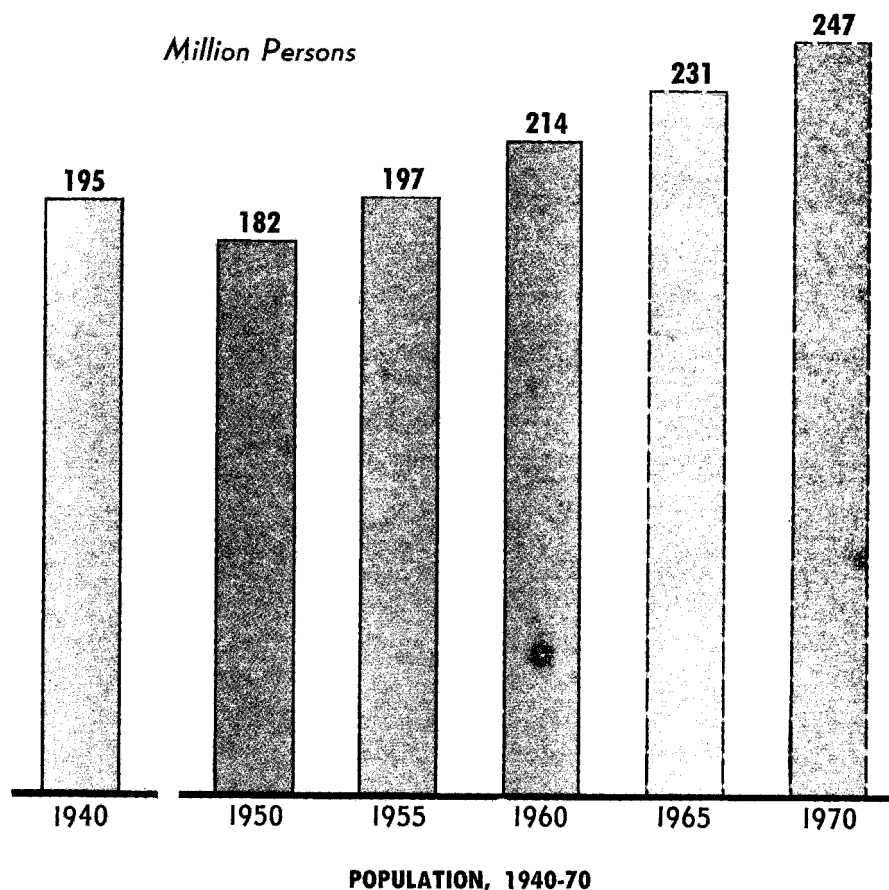
This report shows the changes in the population and labor force of the USSR that are expected to take place between 1960 and 1970. For purposes of comparison, data also are presented for earlier years.

The USSR has already taken steps to cope with the two most important manpower problems that will be encountered during the 1960's -- the small increments to the population of working age during 1960-65 and the effective use of the huge labor force living on farms. By reducing the armed forces and by controlling the rate of school enrollment among youths during 1956-60, the USSR has succeeded in providing enough additional labor to overfulfill its manpower and production plans in spite of a continuous decline in the increments to the population of working age resulting from the low birth rates of World War II. The number of persons on farms is expected to be almost as large in 1970 as in 1960. By promoting industrial and construction activities in rural areas, the USSR has attempted to employ surplus agricultural workers on the farms, thus keeping rural-to-urban migration at a minimum and avoiding the necessity for providing more housing and public utilities in the already overcrowded cities.

The estimates for the 1950's are based on statistics that have appeared in official Soviet publications. The outlook for the 1960's is based on the following assumptions:

1. That birth rates (by age of mother) will remain at present levels but that death rates will decline slowly,
2. That the goals announced for the Seven Year Plan (1959-65) relating to manpower and education will be achieved and that the trends established in the first half of the decade will continue until 1970,
3. That the planned reduction in the armed forces by 1.2 million during 1960-61 will take place,
4. That no major war or other cataclysmic event will occur.

***THE POPULATION WILL INCREASE FROM 214 MILLION
TO 247 MILLION DURING THE 1960's***



28893

World War II had a catastrophic effect on the population of the USSR. The population (within the present boundaries of the country) fell from 195 million in 1940 to about 175 million in 1947.* The 1940 level was not regained until 1954.

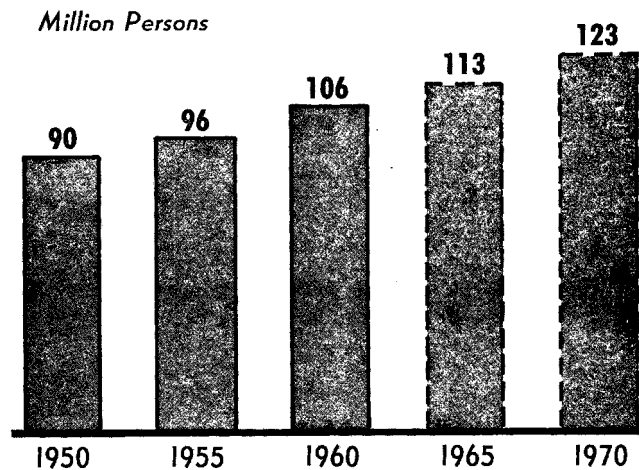
In addition to the enormous military and civilian losses attributable to the war, birth rates fell to less than half their prewar level and did not recover that level until about 1950. The small number of children born during the war years has already posed periodic problems for

* All population estimates in this report are midyear figures.

Soviet leaders as the groups reached elementary school, high school, and working age. These small groups will be marrying and having children during the 1960's. As they replace the larger, prewar groups, the rate of growth of the population will temporarily decline.

For the decade of the 1960's as a whole, the population will increase at an average annual rate of 1.5 percent -- a little more slowly than during the 1950's.

***THE CIVILIAN LABOR FORCE WILL GROW BY ABOUT
17 MILLION, OR 16 PERCENT, DURING THE 1960's***

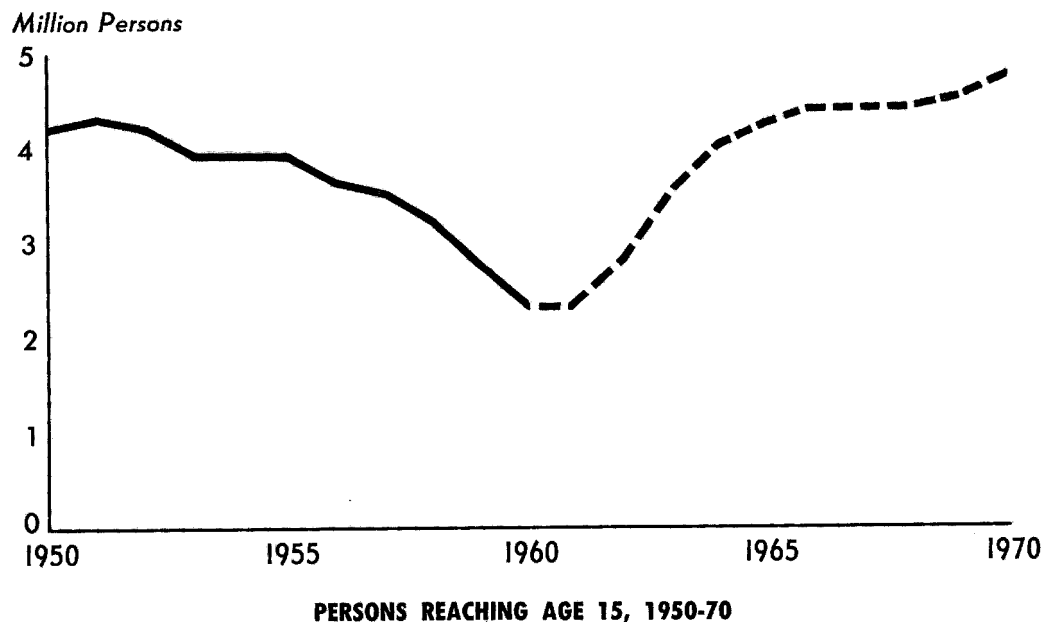


CIVILIAN LABOR FORCE, 1950-70

28894

The civilian labor force of the USSR will increase by about 17 million during the 1960's, only 1 million more than the increase during the 1950's. Growth will be slower in the first half of the decade than in the second because the age groups starting to work during 1960-65 will be the unusually small groups born during the war and the early postwar period. The increase will be enough, however, to permit the achievement of the manpower goals set by the Seven Year Plan (1959-65).

***THE NUMBER OF PERSONS REACHING WORKING AGE
WILL BEGIN TO RISE IN 1962, FOLLOWING A SHARP
DECLINE DURING THE 1950's***

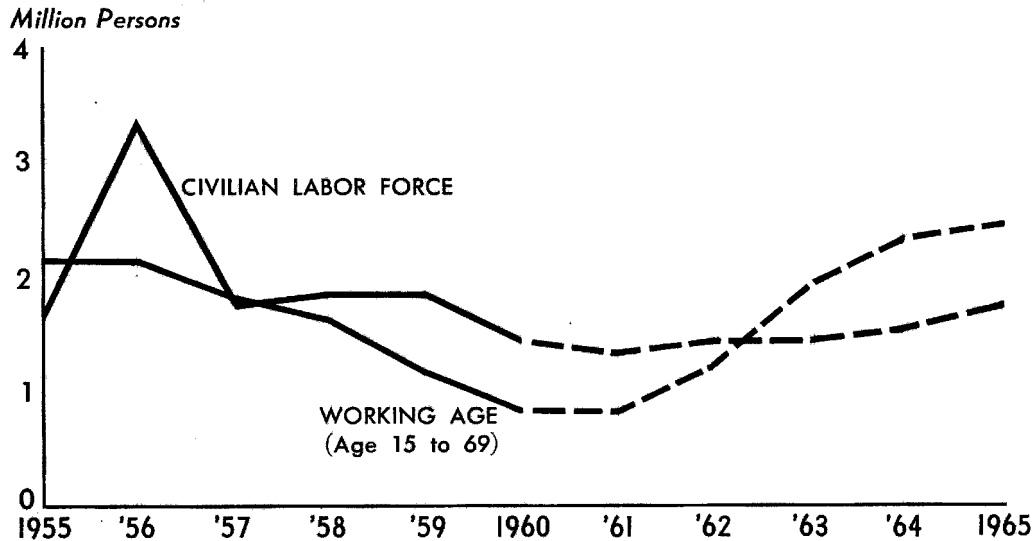


28895

The total number of persons reaching the normal working age of 15 in the USSR will more than double between 1960 and 1970 -- from 2.3 million to 4.7 million. This increase follows a rapid decline during the 1950's, particularly in the latter half of the decade. These fluctuations result from the sharp decline in the birth rate during 1940-45 and its subsequent rise.

The decline in the number of 15-year-olds would have resulted in a much slower growth in the labor force than actually occurred if the USSR had not taken steps to increase the labor supply. By controlling school enrollment and by reducing the armed forces, however, the USSR has been able to keep its civilian labor force growing at a fairly even pace.

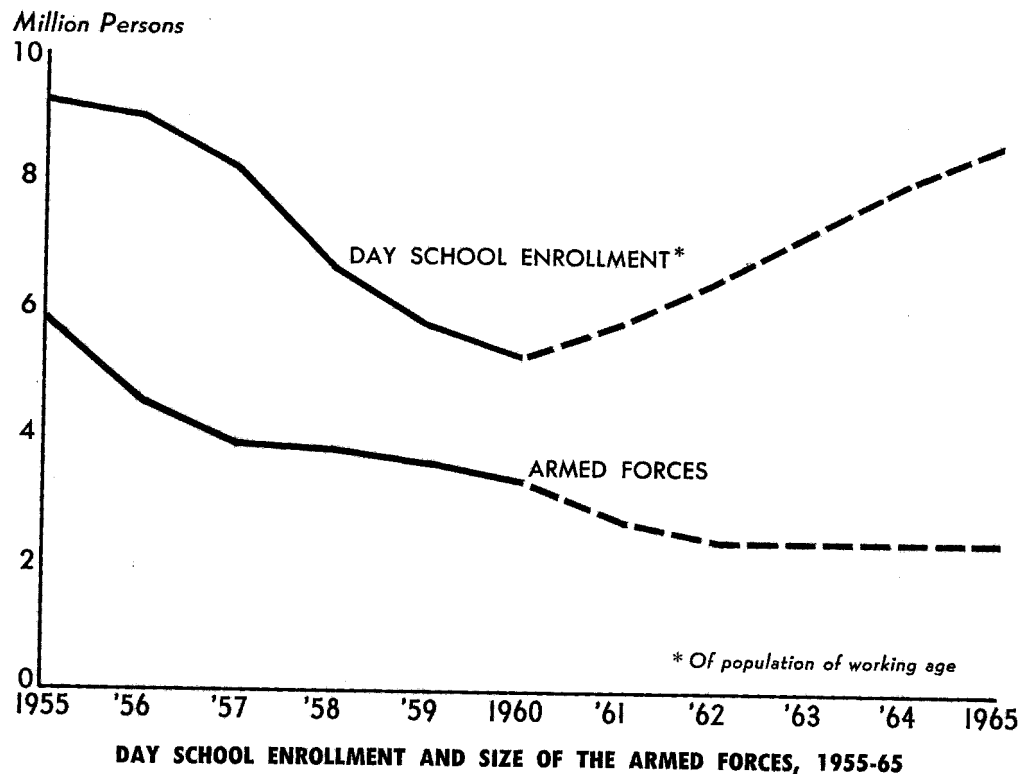
***DECLINING SCHOOL ENROLLMENT AND REDUCTIONS
IN THE ARMED FORCES ARE ALLOWING THE CIVILIAN
LABOR FORCE TO INCREASE STEADILY DURING THE
PERIOD OF "POPULATION SHORTAGE"***



**ANNUAL ADDITIONS TO THE POPULATION OF WORKING AGE
AND TO THE CIVILIAN LABOR FORCE, 1955-65**

28896

Between 1955 and 1960 the civilian labor force of the USSR increased by 10 million, but the population of working age (15 to 69) increased by only 7.4 million. At the same time, the number of persons of working age in day schools and colleges declined, and the armed forces were reduced.

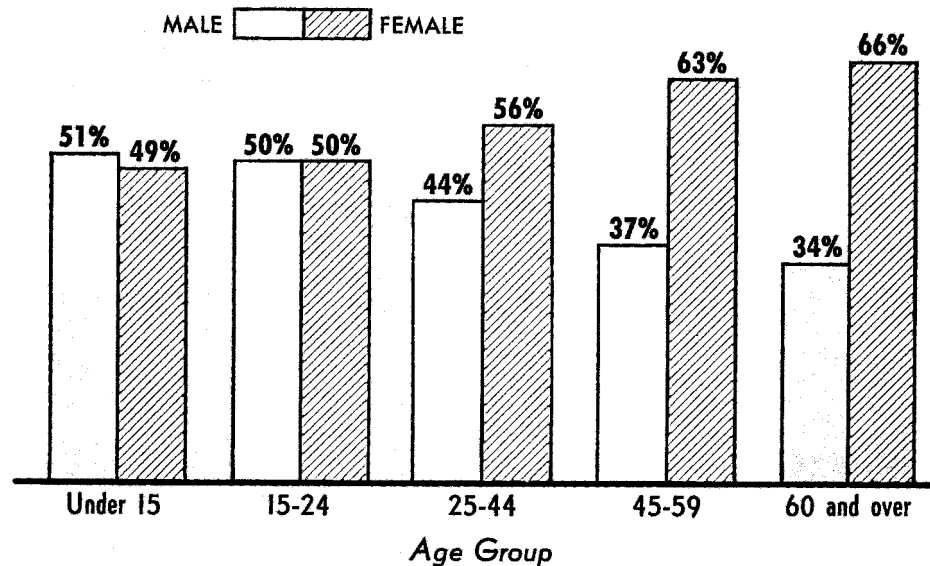


28897

The decrease in day school enrollment resulted both from a decline in the number of persons of high school age and from a decline in the proportion enrolled. More young people thus became available for work. This downward trend in school enrollment is expected to be reversed in the early 1960's, when the number of 15-year-olds begins to rise and when the current reorganization of education is completed.

Between 1955 and 1960 the armed forces decreased by more than 2 million persons, and the Soviet government has announced plans to cut the armed forces by an additional 1.2 million during 1960-61 -- years when the additions to the population of working age will be the lowest (fewer than 1 million each year).

***WOMEN FAR OUTNUMBER MEN IN THE POPULATION
AND IN THE KEY WORKING AGES***



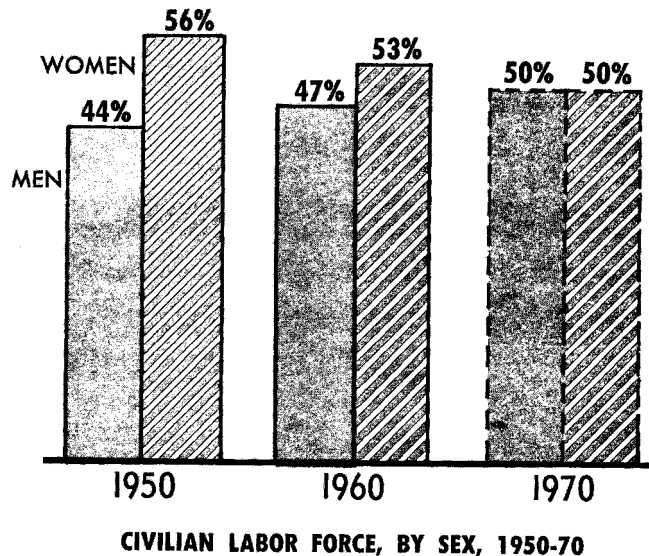
POPULATION, BY AGE AND SEX, 1959

28898

Women constitute 55 percent of the total population of the USSR -- one of the highest percentages in the world. In the age group 25 to 59, there are 139 women for each 100 men. The heavy preponderance of women in these ages is a consequence of the disproportionate losses of men during World War II and also during the collectivization drive of the 1930's. By 1970, women will constitute 53 percent of the population.

The age structure of the population will not change greatly during the 1960's. About the same proportion will be in the working ages 15 to 69 in 1970 as now, but women will be a smaller part of the total.

MORE THAN HALF OF ALL SOVIET WORKERS ARE WOMEN

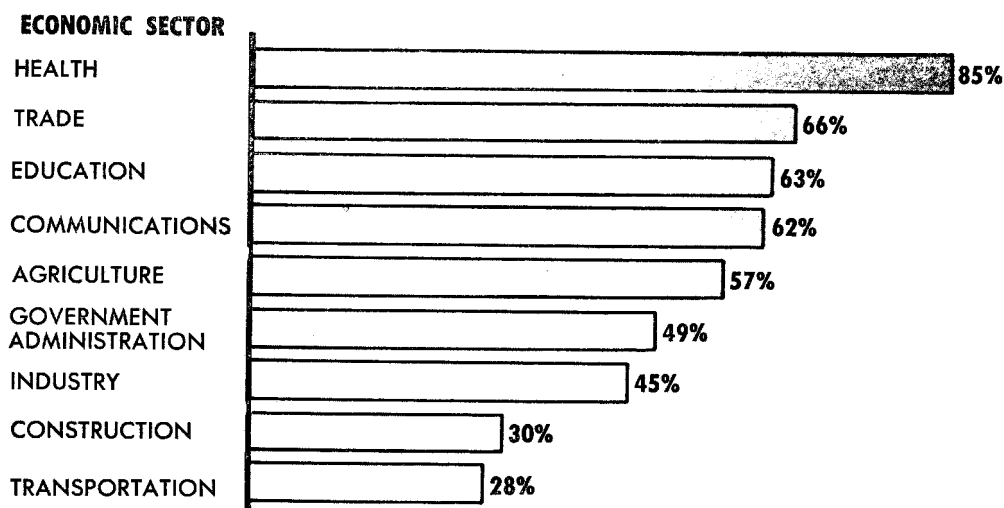


28899

Women now make up more than half of the civilian labor force of the USSR, but their predominance is gradually diminishing. By 1970 the labor force will be about equally divided between men and women.

Nearly two-thirds of the number of Soviet women 14 years of age and over currently participate in the labor force. Women probably will continue to participate at this high rate during the 1960's. The percentage could rise even higher, for Soviet leaders have established as an ultimate goal the almost universal participation of women in employment outside the home. Soviet plans call for more kindergartens, nurseries, boarding schools, and public dining facilities to make it possible for more women to work.

***WOMEN ARE EMPLOYED EXTENSIVELY IN ALL
BRANCHES OF THE ECONOMY***

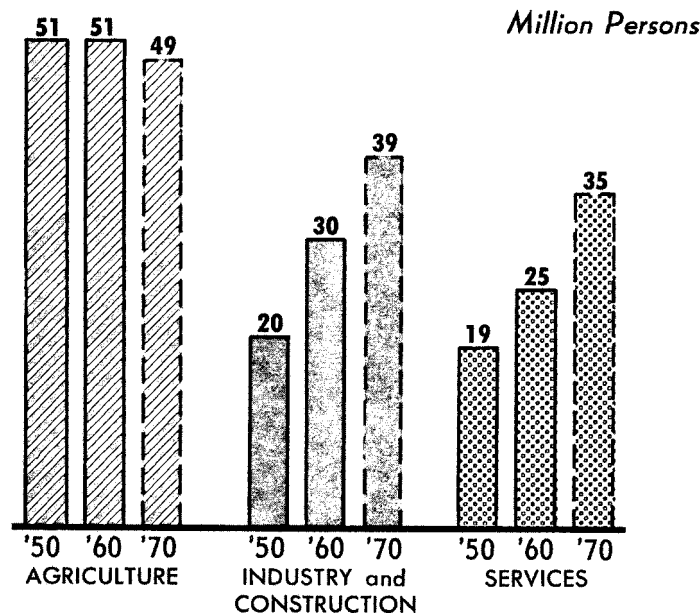


PROPORTION OF WOMEN EMPLOYED IN SELECTED ECONOMIC SECTORS, 1959

28900

Some sectors of the Soviet economy, such as trade, education, and health, are staffed largely by women. In 1959, about three-fourths of all doctors and about 70 percent of all teachers were women. Although women accounted for about 57 percent of total agricultural employment in 1959, the proportion has been declining steadily and will continue to decline during the 1960's. Even in those sectors where women do not predominate, such as construction and transportation, they nevertheless constitute more than one-fourth of the total.

*NEARLY HALF OF THE CIVILIAN LABOR FORCE IS
EMPLOYED IN AGRICULTURE*



CIVILIAN LABOR FORCE, BY MAJOR ECONOMIC SECTOR, 1950-70

28901

More than 50 million people in the USSR -- nearly half of the total labor force -- are engaged in agriculture. This figure represents the number of persons 14 years old and over who live on collective and state farms and who participate in normal farm activities at some time during the year. It also includes unpaid family workers who live on those farms and who work exclusively on private plots -- still an important source of agricultural production in the USSR.

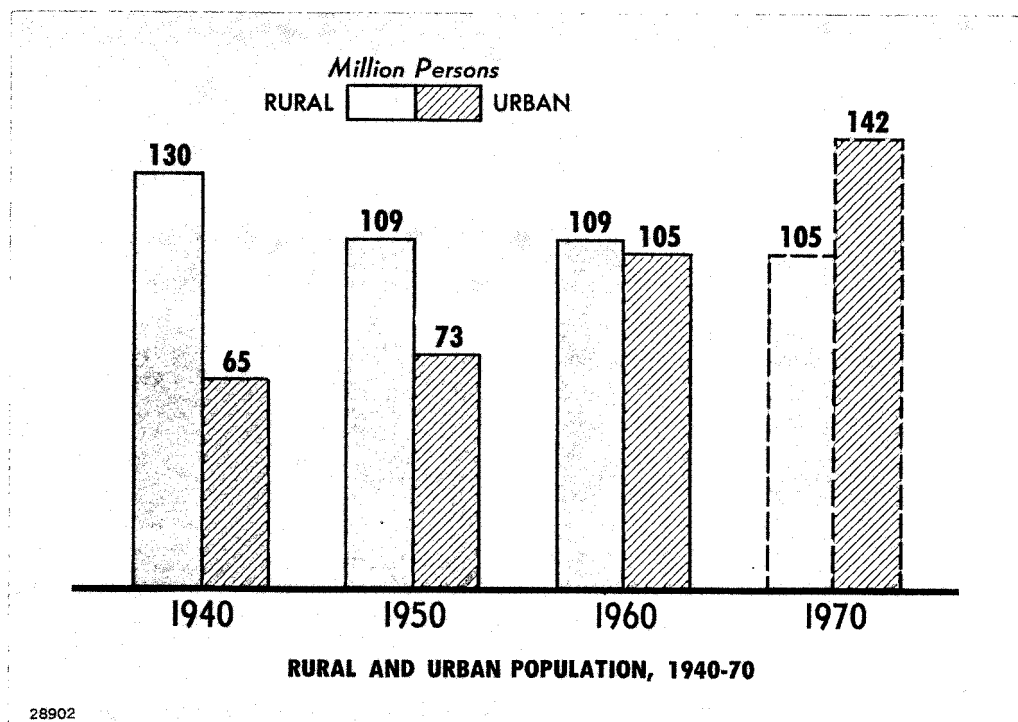
A little more than one-fourth of the labor force is employed in industry and construction, and somewhat less than one-fourth is employed in the service sector. Slightly more than half of all workers in the services are employed in education, health, and trade, and about one-fourth are employed in transportation and communications.

Agricultural employment is expected to resume its historic downward trend during the 1960's after a temporary interruption during the mid-1950's, when Khrushchev's "new lands" program added several million

people to Soviet farms. In 1970, agricultural employment will still be high, constituting 40 percent of the civilian labor force.

Employment in the services, which increased by 32 percent in the 1950's, will increase by 40 percent during the 1960's. By 1970, 28 percent of the labor force will be working in service activities compared with 21 percent in 1950. Nevertheless, more people will still be employed in the nonagricultural productive industries (manufacturing, mining, and construction) than in the services.

THE RURAL POPULATION WILL CONTINUE TO DECLINE AS A PROPORTION OF THE TOTAL

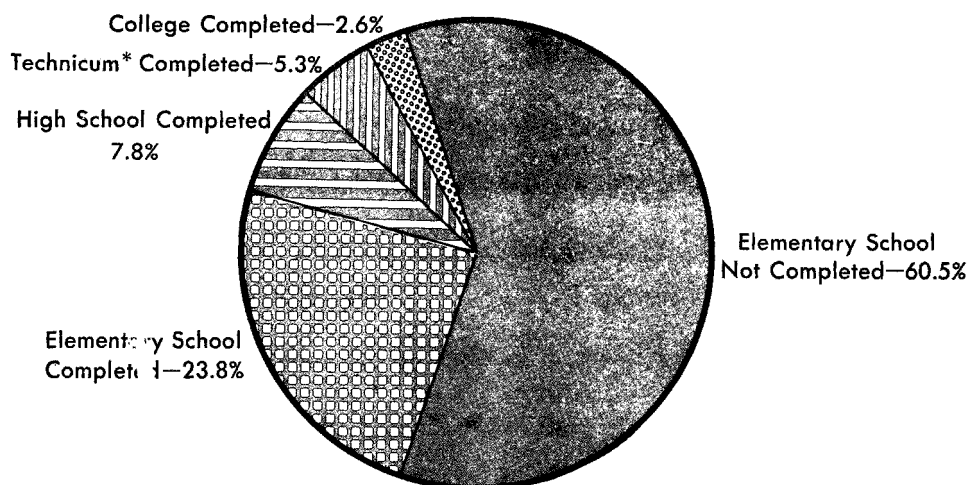


The rural population of the USSR is expected to drop from 51 percent of the total in 1960 to 43 percent in 1970. Early in the decade the urban population for the first time will exceed the rural population.

Post-Stalin agricultural policies reduced the rate of rural-to-urban migration, resulting in the same rural population in 1950 and 1960. The rural population is expected to drop slowly to about 105 million by 1970.

Although Soviet agriculture probably will achieve sizable gains in productivity during the 1960's, the integration of surplus unskilled farm labor into the urban labor force will present difficult problems. Khrushchev has talked about urbanizing the countryside by developing "farm-cities" at existing farm sites, thus avoiding the necessity for providing additional housing and public utilities in already crowded urban areas. These farm-cities would provide training for jobs in industry and services for farm workers who become surplus through mechanization. Some such scheme may be necessary to cope with the anomaly of a huge farm labor force and a huge rural population in a country undergoing rapid industrialization.

THE EDUCATIONAL LEVEL OF THE POPULATION AND LABOR FORCE IS STILL LOW



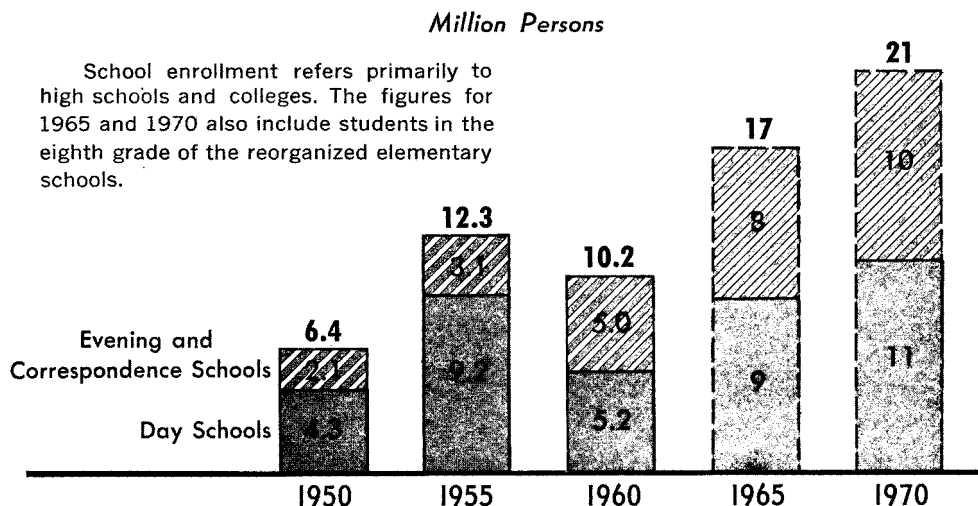
*The technicum is a specialized secondary school that trains nurses, dentists, elementary school teachers, and various kinds of technicians. Graduates have completed 1 to 3 years of schooling beyond the high school level.

EDUCATIONAL ATTAINMENT OF THE POPULATION (AGE 15 AND OVER), 1959

28903'

Some idea of the educational level of the Soviet labor force may be obtained from the data on educational attainment of the entire adult population given in the 1959 census. In 1959, only 2.6 percent of the population 15 years old and over had graduated from college, and 60.5 percent had not even completed elementary school (7 years). Considerable educational progress was achieved by the USSR during the decade of the 1950's, after the 7-year elementary school was made compulsory in 1949. Even greater progress probably will be made during the 1960's, when an 8-year elementary education is scheduled to become compulsory.

THE PACE OF EDUCATIONAL PROGRESS WILL BE STEPPED UP SHARPLY DURING THE 1960's — EVENING SCHOOL ATTENDANCE IN HIGH SCHOOLS AND COLLEGES WILL PLAY A MAJOR ROLE



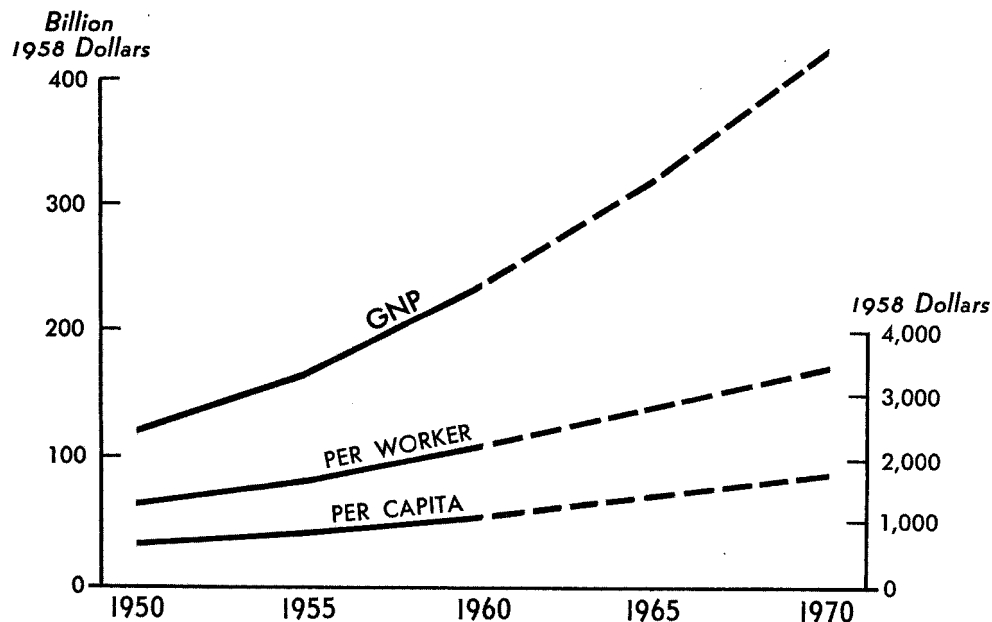
SCHOOL ENROLLMENT OF THE POPULATION OF WORKING AGE, 1950-70

28904

High school and college enrollment in the USSR will rise rapidly during the 1960's. The USSR is currently reorganizing its school system to place more emphasis on vocational education in high schools and on evening enrollment in both high schools and colleges. The 7-year elementary schools are to become 8-year schools, and attendance will be compulsory. The projected rise in day school enrollment during the early 1960's will result from the increased attendance in the eighth grade of the reorganized elementary schools as well as from the larger proportion of persons of high school age in the population. During the 1960's, 3.5 million to 4 million persons will be graduating from college compared with 2.5 million during the 1950's.

High school education is to be made "universally available" but not compulsory. The USSR also is tightening the controls over school enrollment to provide a more effective means of manipulating school enrollment in accordance with the need for labor. State authorities will decide whether graduates from the eighth grade are to go to work, to high school, or to a trade school. Those who go directly to work will be encouraged to attend evening classes. Enrollment in evening schools will expand almost as rapidly as that in day schools.

GROSS NATIONAL PRODUCT AND PRODUCTIVITY WILL CONTINUE TO RISE RAPIDLY



GROSS NATIONAL PRODUCT, 1950-70

28905

The continued rise in the level of education and skill of the Soviet labor force, along with progress in technology, should permit productivity to rise rapidly. Gross national product (GNP) is expected to increase about 6 percent annually during the 1960's, a little more slowly than during the 1950's. GNP per capita and GNP per worker (which is a rough measure of productivity) will each increase about 4.5 percent annually.

The high rate of increase in GNP should permit consumption per capita to increase substantially. By 1970 the standard of living of the average Soviet worker probably will be about 40 percent higher than the present level.